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**USAID Bureau For Humanitarian Assistance (USAID/BHA)  
Supplemental Guidance for Partners in Syria  
Fiscal Year (FY) 2021**

# Fiscal Year (FY) 2021 Supplemental Guidance for USAID/BHA Partners in Syria

## 1. Overview

In 2020, the Bureau for Humanitarian Assistance (BHA) was established to streamline USAID humanitarian responses, bringing together the vast expertise and resources of the former USAID Offices of U.S. Foreign Disaster Assistance (OFDA) and Food for Peace (FFP). For USAID/BHA's ongoing response to the complex emergency in Syria in FY 2021, we will emphasize and be willing to support integrated multi-sectoral programming in all regions of Syria.

This supplemental guidance document is intended for use by non-governmental organizations (NGOs) and is not applicable to Public International Organizations (PIOs). It seeks to clarify and broadly enumerate some of USAID/BHA's specific programmatic priorities for the Syria response so that NGO applicants are equipped to present relevant concept papers and applications that align with USAID/BHA's strategic interests. The technical examples provided in the document are meant to be suggestive, but not indicative, of the precise composition of applications. In the true spirit of partnership, USAID/BHA expects applicants to present innovative and original solutions for meeting humanitarian needs that are not necessarily prescribed by this document.

This supplemental guidance document should be used in conjunction with the [BHA Emergency Application Guidelines](#),<sup>1</sup> which cover all of the overarching policies to which NGO applicants must adhere globally when seeking non-competitive USAID/BHA funding. The information below expands on the global guidelines by addressing the specific contextual challenges related to the Syria crisis. These challenges include, but are not limited to, features such as insecurity and lack of access, remote management of humanitarian operations, rapid shifts in lines of control, concentrations of need in densely populated urban areas, complex protection threats, and risks associated with operating in areas controlled by groups sanctioned by the U.S. Government. By outlining in detail all the specific requirements that apply to USAID/BHA partners in Syria, this guidance reflects several mechanisms USAID/BHA has developed to safeguard against the risks and mitigate the challenges of working in Syria. These measures have evolved over the course of USAID/BHA's response to the Syria conflict for nearly the past decade, and aim to ensure that USAID/BHA can be successful in accomplishing its global mission to save lives and alleviate suffering in one of the world's worst and most protracted humanitarian emergencies. These supplemental guidelines pertain to applications for awards inside Syria, and not for awards to meet the needs of Syrian refugees in the region.

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<sup>1</sup> Additional BHA guidance can be found on the [USAID/BHA Emergency Applications "Partner with Us" Resource](#) page

## **2. Fiscal Year 2021 USAID/BHA Approach in Syria**

The points below are generally applicable to USAID/BHA-supported programming across all sectors.

- **Multi-Sectoral Integration** - In FY 2021, USAID/BHA recommends, where feasible and appropriate, to integrate activities across sectors in order to more effectively and efficiently reach those most in need. Opportunities for integration are suggested throughout this document, but are not exhaustive. Partners are encouraged to innovate and coordinate to provide a more holistic assistance package to people in need as appropriate to the proposed area of operations.
- **Harmonization and Coordination** - USAID/BHA strongly encourages harmonization of assistance modalities in line with sectoral guidance in each geographic hub. For activities that are not in line with sectoral guidance, applicants should provide a strong justification for this programmatic choice. Additionally, USAID/BHA requires partners to participate actively in all relevant coordination bodies and to coordinate regularly with other members.
- **Beneficiary Transfer Ratio** - For all direct transfers of goods or cash/vouchers to beneficiaries (whether one-off or recurrent), USAID/BHA prefers that a majority of the budget for those activities be transferred to beneficiaries to ensure efficient use of USAID funds and maximize beneficiary reach. The transfer ratio should incorporate the total cash/voucher or monetary value of the assistance provided, or the market value of in-kind commodities distributed, inclusive of import costs where applicable. This figure should be calculated separately for each direct transfer assistance modality and included in the budget narrative. Consistent with our preference for integrated programming, costs to deliver other services or intangible goods will not count against this ratio. Applications proposing transfer interventions with a ratio of less than 50 percent transferred to the beneficiary will be more closely scrutinized, and a strong justification is required.
- **Flexible Programming** - Applicants should indicate their flexibility, where feasible, to shift between modalities and sectors across all activities as changing conditions and population displacement may necessitate. USAID/BHA encourages applicants to define broad geographic areas of operation with clear criteria to allow for geographic shifts based on changing needs.
- **Evidence-Based Approach** - USAID/BHA expects that all programs be designed and implemented based on strong evidence, with decisions informed by the triangulation of information from multiple sources, (i.e. needs and vulnerability assessments, local cultural preferences, price monitoring, anthropometric data, agronomic trends, etc.). This is particularly relevant for programming that seeks to produce results over a multi-

year timeframe. For example, for livelihoods and bakery activities, USAID/BHA is interested to see how proposed evidence collection will be used to substantiate activity results, ensure effective use of USAID funds, and increase the knowledge base.

- **Accountability to Affected Populations (AAP)** - USAID/BHA supports sector-specific standard operating procedures (SOPs) and agreements with local authorities to ensure that the provision of assistance is free of political influences and based on fair vulnerability criteria. Applicants should demonstrate effective mechanisms to ensure AAP, including details on communication with the camps and/or communities served and outreach efforts to promote transparency. All applications should include details on beneficiary complaint and/or feedback mechanisms and describe how this information will be utilized. Applicants must clearly articulate their methods and systems for conducting vulnerability analyses, beneficiary selection, retargeting, and post-distribution monitoring. Applicants must undertake 100 percent beneficiary verification for recurrent assistance activities, but it is not required for one-off assistance. Please also refer to the section on AAP in the [FY 2021 BHA Emergency Application Guidelines](#).
- **Safe Programming** - USAID/BHA will prioritize applications that demonstrate meaningful integration of protection mainstreaming/safe programming principles as outlined in the [FY 2021 BHA Emergency Application Guidelines](#). All applications, regardless of sector, should clearly articulate how programs will be made accessible to vulnerable populations, particularly those whose movement and access to assistance is restricted (e.g., women, adolescent girls, older persons, and people with disabilities). Applicants must identify clear and defined procedures for addressing protection risks, including protocols and focal points for addressing issues raised through complaint and feedback mechanisms. USAID/BHA asks applicants to demonstrate that they have incorporated gender equality considerations into both their program targeting and staffing, as well as to show that they have factored macro-level protection issues—such as lack/loss of civil documentation or housing, land, and property considerations—into program design.
- **COVID-19 Response** - USAID/BHA leads USAID’s efforts to prevent, prepare for, and respond to the impacts of COVID-19 in complex emergencies and address the humanitarian consequences of the pandemic. This support includes the integration of critical public health actions within a wide range of humanitarian interventions and efforts to maintain ongoing humanitarian operations. Across Syria, programming in all sectors has been impacted by the COVID-19 pandemic, and USAID/BHA expects applicants to indicate how they have adapted their implementation approaches to mitigate and respond to risks associated with the disease, particularly in service delivery and transfers/distributions to beneficiaries. All applications including COVID-19 response activities should follow the latest USAID/BHA [Guidance for COVID-19 Applications](#), as published on the [USAID/BHA Emergency Applications “Partner with Us”](#) resource page. Given the dynamic nature of the COVID-19 pandemic, USAID/BHA will continue to expand and adapt the emergency response as the situation changes and will update this guidance as new information becomes available.

- **Duty of Care** - Given the high-risk operating environment, especially for Syrian/local staff, USAID/BHA requires that applicants include Duty of Care provisions to allow for a swift response to acute staff needs during and after hostilities. USAID/BHA supports Duty of Care packages for prime awardees and sub-partners aligning with the Syrian INGO Regional Forum (SIRF)'s 2019 standards, at minimum.

### **3. Key Focus Areas by Sector**

This document includes specific guidance for the USAID/BHA sectors of Food Assistance, Health, Shelter and Settlements, Water, Sanitation, and Hygiene (WASH), Agriculture, Economic Recovery and Market Systems (ERMS), Multi-Purpose Cash Assistance (MPCA), Nutrition, and Protection. Given the protracted nature of the Syrian conflict, along with the recent economic downturn and health-related shocks stemming from the global COVID-19 pandemic, USAID/BHA's top priorities for the Syria response in FY 2021 are to continue to provide lifesaving assistance that meets emergency food, WASH, health, and shelter needs. However, USAID/BHA also recognizes the importance of addressing the full spectrum of humanitarian needs in a holistic and integrated manner, and remains fully committed to a needs-based humanitarian response. The sectors included in this document do not constitute an exhaustive list of planned USAID/BHA-supported sectors in Syria for FY 2021. Where substantiated by needs assessment, USAID/BHA will also consider applications for programming in other sectors, provided that they adhere to the global guidance described in the [FY 2021 BHA Emergency Application Guidelines](#).

#### **Food Assistance:**

- **Rapid emergency response** - USAID/BHA will prioritize applications that meet acute humanitarian needs for populations facing rapid-onset food insecurity due to sudden shocks such as conflict and displacement. USAID/BHA encourages a flexible approach that allows for transitioning between emergency response food assistance modalities, including in-kind ready-to-eat rations (RTEs), food vouchers, and cash transfers, as appropriate based on context, market functionality, and needs. Rapid responses should align with Food Security and Livelihoods (FSL) Cluster guidance and include clearly defined exit strategies, such as enhanced coordination, graduation to monthly food assistance, and/or measures that promote self-reliance.
- **Monthly food assistance** – USAID/BHA will also prioritize applications for monthly food assistance through the modality most appropriate to local context, markets, and needs. Such modalities include locally, regionally, and internationally procured (LRIP) in-kind food baskets and cash and voucher assistance (CVA), targeted to meet the needs of food-insecure households. USAID/BHA is supportive of a multi-modality response to enhance programmatic flexibility and address beneficiary needs. USAID/BHA expects applicants to provide a minimum of eight months of regular assistance to the same

food-insecure households over a 12-month period, as recommended by the FSL Cluster. For all modalities, approaches that enhance multi-sectoral programmatic integration are highly encouraged, particularly those that link food security with positive outcomes in nutrition and livelihoods. Chosen modalities should be shown to be the most appropriate, based on the [USAID Modality Decision Tool for Humanitarian Assistance](#).

LRIP: All applicants proposing LRIP of in-kind food commodities must demonstrate organizational capacity procuring, packaging, transporting, and delivering food baskets in the Syrian context, taking steps to ensure food safety and quality control. Any applicant proposing to distribute in-kind food baskets must also demonstrate competence in conducting nutritional content analysis according to globally recognized standards and FSL sector guidance. Annex I includes further guidance on USAID/BHA's LRIP policy.

CVA: Applicants proposing CVA to meet food needs should submit their SOPs and market-based analysis demonstrating the appropriateness of CVA, particularly in a context of economic crisis and potential currency inflation. Applicants must demonstrate proven experience in successfully implementing CVA programs in Syria or other similar remote management environments, and detail the complete chain of custody, including voucher control following redemption by the beneficiary, as relevant.

USAID/BHA supports emergency food security assistance as part of a multi-sectoral humanitarian response and will fund MPCA where it is shown to be the most effective modality for meeting needs across sectors and falls in line with Survival Minimum Expenditure Basket (SMEB) guidelines and other Cash Based Working Group (CBWG) recommendations. Partners are expected to conduct or contribute to regular market monitoring to ensure that the transfer values incorporated in the SMEB accurately reflect price trends and fluctuations for essential food items.

- **Bakery interventions** – USAID/BHA will also support market-based bakery interventions to increase the supply of bread and provide access to bread at a subsidized price. Primary activities under this objective include provision of locally or regionally procured flour and yeast to bakeries and financing for maintenance or minor repairs of bakeries and mills where appropriate. USAID/BHA will allow for the provision of up to 50 percent of an existing bakery's flour inputs, and will not support the establishment of new bakeries. To reduce the potential for dependence on USAID/BHA inputs (such as flour and yeast), USAID/BHA requires an exit strategy for all bakery programs and strongly encourages integration with other sectors such as agriculture and nutrition.

Applicants proposing bakery interventions should provide information on their bakery selection criteria, including catchment population details, current bakery production (including other sources of flour), total production capacity, storage capacity, power supply, and an analysis of the bakeries' economic viability. Evidence of impacts from previous bakery activities, where applicable, is also encouraged. Applicants should

develop agreements or contracts with bakeries that clearly articulate the conditions of assistance and how bread prices will be determined and adjusted throughout program implementation. To ensure greater sustainability, USAID/BHA prefers bakery owner reinvestment into bakeries and, where feasible, for applicants to demonstrate a reduction of inputs provided over time.

USAID/BHA-supported humanitarian flour-to-bakery programs should be distinct from stabilization-based bakery interventions through a design that reflects identified food needs for vulnerable, conflict-affected communities. They should also serve as a complement to concurrent household food assistance activities.

- **Supplementary Food Assistance** - In conjunction with monthly food assistance packages, USAID/BHA will consider applications that include supplementary food assistance to improve the dietary quality of specific groups who have increased nutrient requirements or nutritional risks. This includes children under five, pregnant and lactating women, people with disabilities, the elderly, and others who are at risk of nutritional deficiencies. USAID/BHA will prioritize top-ups of fresh, nutritious foods through the most appropriate modality, whether in-kind, cash-based, or voucher-based. Supplementary food assistance activities should be aligned with FSL Cluster guidance. All applicants proposing cash- and voucher-based supplementary food assistance must provide SOPs, and demonstrate engagement with the relevant cash-based response coordination group in the operational area. Integration of nutrition-specific actions such as screening, referral, counseling, and behavior change communication is also highly encouraged.

#### **Multi-Sectoral Integration and Food Assistance:**

USAID/BHA welcomes multi-sectoral integration between food assistance and other sectors to achieve humanitarian outcomes (food security or otherwise). All proposed activities must reflect standards outlined in the [USAID/BHA Emergency Application Guidelines, Annex A - Technical Information and Sector Requirements](#) and the additional guidance provided in this document, as relevant.

#### **Health:**

USAID/BHA will prioritize support to health facilities that provide essential primary care, including reproductive and maternal and child health care, prevention and treatment of communicable diseases, care for non-communicable diseases, and mental health care. USAID/BHA is supportive of both static and mobile modalities of health service provision to provide emergency basic health and trauma care for internally displaced persons (IDPs), especially for those recently displaced.

USAID/BHA will prioritize applications that focus on the essential aspects of health services and preventive interventions over applications that center on health facility rehabilitations.

USAID/BHA supports rehabilitation activities that are required to safely and effectively implement health service delivery, but not as stand-alone activities.

Additionally, in response to the growing gap in mental health and psychosocial support (MHPSS) interventions, USAID/BHA will prioritize applicants with integrated and appropriately targeted MHPSS responses that are clearly linked to psychosocial support programs outlined under USAID/BHA's protection sector. Throughout the pandemic, USAID/BHA anticipates that all health sector applications will include adaptations and integrated response to COVID-19. Applications including COVID-19 response activities should follow the latest USAID/BHA [Guidance for COVID-19 Applications](#), as published on the [USAID/BHA Emergency Applications "Partner with Us" Resource](#) page.

### Shelter and Settlements:

USAID/BHA will continue to support a variety of shelter modalities (i.e. emergency shelter kits, light rehabilitation, and repairs) as appropriate to provide an adequately covered living space for the most vulnerable IDPs, returnees, and other vulnerable populations without adequate shelter. Given the protracted nature of the crisis, USAID/BHA welcomes applications for more durable shelter solutions, such as the light rehabilitation of collective centers, household-level shelter repairs, and the installation of sturdier temporary or semi-permanent shelter solutions in lieu of tents. Applications should demonstrate thorough consideration to housing, land, and property rights issues. Shelter solutions proposed for informal settlements or camp settings must include broader settlement considerations to ensure access to basic services. USAID/BHA continues to support the provision of emergency shelter kits for recently displaced populations, where coordination bodies indicate there is an unmet need.

USAID/BHA encourages integration of WASH, health, and other services with shelter interventions for a settlements-based approach. USAID/BHA encourages applicants to consider CVA for shelter and settlement needs that builds on beneficiaries' skills, increases their access to livelihoods, and reinvigorates local economies, while improving household shelter outcomes. USAID/BHA will consider applications for the installation of tents only insofar as they are temporary, last-resort interventions.

USAID/BHA's approach to winterization activities will vary by region, and USAID/BHA encourages advance planning by partners. USAID/BHA will prioritize a largely CVA-based winterization response with support to tent insulation activities, resources for heating, and other activities in line with regional cluster and working group winterization guidance. Applicants proposing to distribute non-food items from Turkey into northern Syria will be expected to coordinate with USAID/BHA's single-source procurement provider at the start of the award. However, USAID/BHA will consider requests from applicants to independently procure items on a case-by-case basis.

### Water, Sanitation, and Hygiene (WASH):

USAID/BHA welcomes applications employing a mixture of modalities to address the emergency WASH needs of the most vulnerable populations, such as improving access to WASH facilities, services, and hygiene items. Preferred WASH interventions are those designed with consideration of public health risks and impacts, with robust systems for quality control, and in line with WASH Cluster or working group standards. Additionally, USAID/BHA encourages meaningful integration of WASH rehabilitation activities with health, shelter, nutrition, and food security interventions. Applications including WASH-based COVID-19 response activities should follow the latest USAID/BHA [Guidance for COVID-19 Applications](#), published on the [USAID/BHA Emergency Applications “Partner with Us” Resource](#) page.

Where appropriate, USAID/BHA encourages the use of CVA to meet WASH needs, particularly hygiene, where markets are functioning and CVA is shown to be the most appropriate modality. For example, a potential intervention may include the provision of household WASH CVA for beneficiaries to purchase essential WASH rehabilitation materials or water from local markets. USAID/BHA is supportive of applications with WASH response mechanisms to quickly assess and respond to WASH response gaps across a range of scenarios and contexts and through use of multiple modalities. Applications for WASH rehabilitation projects should address the requirements outlined in the [WASH Design and BoQ Guidance](#).

### Agriculture:

While USAID/BHA’s food security focus will remain on food assistance, USAID/BHA plans to provide some limited support for agricultural livelihoods in Syria as a means of increasing local food availability, sustainability, and self-reliance. For partners who can demonstrate that they are well poised to provide integrated agricultural and food assistance, USAID/BHA will consider applications that include efforts to restore and strengthen agricultural livelihoods. In this area, USAID/BHA will support livelihood strategies directly related to food production for key agricultural value chains (crops, horticulture, and animal-sourced foods), through targeted assistance packages consisting of critical inputs such as seeds, tools, animals and/or fodder. USAID/BHA partners may also respond to identified food needs by supporting auxiliary functions that increase food production, improve food availability, and enhance income generation. Examples of this approach include the provision of agricultural technologies; supply, maintenance and repair of farming equipment; improved food storage capacity; food retail activities; and value-added food processing.

Agricultural distribution activities should include a training component that addresses culturally appropriate production techniques and sustainable natural resources management practices. Activities should demonstrate consideration of market appropriateness, feasibility, and cost efficiency when selecting the method of input distribution, as defined in the [BHA Emergency Application Guidelines - Annex A](#). Applicants proposing emergency agricultural livelihood interventions must also demonstrate that the areas selected for these activities are reasonably stable and not expected to see large-scale conflict or displacement that would put programmatic assets at risk of seizure or abandonment. Furthermore, applicants should

demonstrate evidence of due diligence that verifies land and property rights before initiating agricultural livelihoods activities. USAID/BHA recommends applicants include detailed results of previous livelihood activities implemented, where applicable.

### Economic Recovery and Market Systems (ERMS):

USAID/BHA encourages market-based interventions that improve livelihoods and critical market systems for conflict-affected populations in Syria. ERMS interventions can help build household and community resilience and self-reliance, and complement other interventions such as food assistance or shelter support. ERMS activities may include, but are not limited to, support for starting or restarting micro-businesses, employment linkages, cash-for-work, market infrastructure rehabilitation, and support to critical market systems. The ultimate beneficiaries of ERMS interventions should be highly vulnerable households who have insufficient economic access to food and other basic needs.

USAID/BHA requires all partners to submit market information demonstrating that the proposed interventions respond to current market dynamics. Partners proposing temporary employment (cash-for-work) should refer to USAID/BHA [For-Work Guidance](#) in proposing specific work projects.

### Multi-Purpose Cash Assistance (MPCA):

USAID/BHA welcomes the use of MPCA to address recurring basic needs that fall across multiple humanitarian sectors. This approach is encouraged as a means of enhancing dignity and freedom of choice for crisis-affected populations, and for lessening the potential for negative effects on local markets. USAID/BHA also supports one-off, multi-purpose cash interventions as an emergency response to new displacements, winterization needs, and other urgent food and non-food needs. Whether regular or one-off, all applicants who propose MPCA must conduct a market assessment demonstrating market functionality, along with an analysis that indicates why MPCA is the most appropriate modality for the context.

USAID/BHA requests applicants demonstrate their previous experience delivering CVA with robust monitoring systems and requisite staff capacity. Applicants who propose MPCA must provide clearly articulated SOPs for CVA that includes a detailed description of how digital tools will be deployed, how beneficiary data to verify identity will be collected and handled, and the complete chain of custody for voucher redemption, where relevant. USAID/BHA supports the use of digital cash and voucher delivery mechanisms where these will enhance efficiency and/or effectiveness of programs. Pilots of new tools and methodologies will be considered on a case-by-case basis, and must include details on how the pilot will be evaluated, and a plan for incorporating new learning into programmatic operations.

Applicants must coordinate with the Cash Based Response Technical Working Group (CBR-TWG) recommendations, and coordinate with humanitarian actors implementing CVA programs in

the area of intervention. In harmonization with the CBR-TWG, USAID/BHA expects that transfer values will be set according to the SMEB, designed as an indicator of the cost of the minimum, culturally appropriate items that a family of six needs to survive for one month. Applicants are also encouraged to make best use of market monitoring mechanisms where these are present, and to conduct additional market monitoring as needed.

Given liquidity challenges, currency devaluation, and economic transitions in Syria, applicants should outline contingency plans for how such challenges will be addressed to prevent an interruption in MPCA programs. Lastly, it is expected applicants will integrate COVID-19 precautionary measures into MPCA programs.

### Nutrition:

USAID/BHA's priorities for nutrition activities in Syria focus on Maternal Infant and Young Child Nutrition in Emergencies (MIYCN-E), management of acute malnutrition, and supplemental nutrition assistance. Successful applications will propose integrated nutrition activities that address underlying causes of nutritional deficiency and capitalize on opportunities to improve nutrition outcomes across the spectrum of nutritional needs. USAID/BHA particularly encourages applicants to consider how nutrition-specific interventions can be integrated into activities in the health, WASH, and food assistance sectors.

Nutrition interventions that focus on the management and treatment of acute malnutrition should be closely coordinated with and between the health and nutrition clusters. Integrated activities may include malnutrition screening and referral for wasting treatment that is conducted during health consultations, and the provision of Infant and Young Child Feeding (IYCF) resources in maternities, health centers, and mobile locations where health partners are active. Integration with WASH may be achieved through joint targeting approaches, efforts to promote safe food preparation, and sanitation interventions designed to measurably reduce the prevalence of environmental enteric dysfunction. Nutrition interventions should be closely coordinated with food assistance efforts in the same operational areas by drawing referrals from food security actors, coordinating on targeting approaches, and informing agricultural planning for both production and marketing. USAID/BHA also encourages qualified nutrition actors to engage in social behavior change communication linked to MIYCN-E as a part of service delivery and/or distributions in other sectors.

USAID/BHA continues to prioritize and encourage participation in the nutrition coordination mechanisms across Syria to ensure a cohesive response aligned with cluster priorities for nutrition programming. Additionally, to ensure appropriate and accurate nutrition data is available to inform the response across Syria, USAID/BHA is open to funding nutrition surveys that are appropriate and relevant for the context.

### Protection:

USAID/BHA will prioritize applications for comprehensive, service-based protection programs addressing the overlapping and intersectional needs of affected populations, particularly in the areas of gender-based violence (GBV), mental health and psychosocial support (MHPSS), and child protection. GBV interventions featuring case management services, as well as individual and group-based PSS, community-based protection mechanisms, and the establishment of women and girls' safe spaces (WGSS) are preferred. USAID/BHA also welcomes holistic non-GBV and non-child protection-based interventions addressing the PSS needs of vulnerable populations, such as adult men, women, elderly persons, and adolescents. All MHPSS Programming should provide comprehensive programming across the various levels of the IASC MHPSS Intervention Pyramid. Child protection programs should target the most vulnerable children, including but not limited to unaccompanied and separated children, out-of-school girls, and children with disabilities.

USAID/BHA recognizes that most protection interventions are highly technical and require qualified staffing to achieve results. As such, applications that include protection interventions that rely on paid staff for implementation, as opposed to an over-reliance on volunteers, are strongly preferred. USAID/BHA will only consider awareness-raising and capacity-building interventions as secondary activities, where they complement and support service-based programming. As well, they may be integrated into other sectoral activities as a component of protection mainstreaming/safe programming. Applicants must be able to demonstrate that referral networks have immediate and direct linkages to specific services. If relying upon a combination of mobile and static service delivery, applicants should ensure parity of services between modalities.

#### **4. Submission Requirements**

##### **Risk Mitigation:**

As outlined in USAID/BHA's [FY 2021 BHA Emergency Application Guidelines, Annex D: Risk Assessment and Management Plan](#), USAID/BHA classifies Syria as a high-risk programming environment. For any applicants proposing to operate cross-border into areas not controlled by the Syrian Arab Republic Government, please confirm in your application that no USAID/BHA funds will be used for U.S. citizens to enter Syria to implement activities under the proposed program. Because Syria is classified as high risk, all applicants are also required to complete a thorough analysis of key programming risks as they relate to the proposed modalities, and to describe relevant mitigation measures in detail. The analysis should focus on examining potential risks related to fraud, corruption, mismanagement, and assistance diversion.

Based on their analysis, partners should take appropriate measures to mitigate associated risks to the greatest extent possible. This includes safeguards and measures to prevent USAID assistance from being used in violation of U.S. sanctions. Organizations invited to submit a full application will also be required to respond to questions with additional analysis related to U.S.-sanctioned groups. Additional information on [USAID Syria Vetting Procedures](#) is posted on USAID/BHA's "[Partner with Us](#)" Resource page. It is the applicant's responsibility to be informed

and up to date on all partner vetting requirements for the proposed area of intervention, and USAID retains the right to expand partner vetting of humanitarian programs in Syria as deemed necessary.

### Third-Party Monitoring (TPM):

Due to the nature of the operational environment in Syria, USAID/BHA contracts a third-party monitoring (TPM) provider to monitor the implementation of partner programs, with the intended purpose of providing additional oversight of USAID/BHA-funded awards. All awardees receive monitoring visits and are expected to assist and coordinate with the TPM mechanism by providing distribution plans and locations in a timely manner.

Separate from USAID/BHA-contracted TPM, all applicants are required to incorporate independent TPM as part of the risk mitigation measures in applications. USAID/BHA Guiding Principles for Syria partner-led TPM include:

- Partners should prioritize TPM site visits in areas where they do not have direct access or are implementing primarily through sub-partners.
  - The TPM must be conducted by a third party. They must be external to the implementing partner.
  - The scope of the TPM should be limited, with a focus on output verification. Priority should be given to direct observations (e.g. distribution site visits) to observe whether activities are being implemented as planned and to receive feedback from beneficiaries.
  - The TPM contractor should report to the partner on a frequent enough basis to provide useful and timely information to project management. It is recommended that they report at least one to two times per month.
  - When a contractor is selected for your TPM, share their name with your Agreement Officer's Representative (AOR).
  - Partners should incorporate findings from the TPM into their regular reporting as outlined in the award.

### Local and Regional Procurement Guidance for Food Commodities:

As per the current BHA Emergency Application Guidelines and USAID/BHA Functional Policy (BHAFP) 20-03, for International Disaster Assistance (IDA) funding, USAID/BHA prioritizes procurement of food commodities in developing countries, locally from the country of intervention if possible, regionally if not (for Syria, “regionally” is defined as Asia and the Near East, including North Africa). Consequently, all USAID/BHA Syria food assistance partners must, absent a waiver, procure food commodities with both source and origin in Asian and Near Eastern countries listed in the “Lower Middle Income Countries and Territories” level or below on the Official Development Assistance (ODA) recipients list of the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) unless the

country in which the commodities are to be procured is itself impacted by the same crisis (including Egypt, Iraq, Jordan, Lebanon and Turkey). A commodity's source is the country from which the seller ships the commodity; a commodity's origin is the country in which the commodity was produced. If a commodity undergoes processing which creates a commercially recognized new commodity that is significantly different in basic characteristics or in purpose of use (e.g. wheat flour or vegetable oil), the origin is defined as the country in which the commodity was milled/refined/processed. A list of countries allowed for procurement is appended in Annex I: USAID/BHA Source and Origin Restrictions for Food Commodities Syria. See [BHA Functional Policy 20-03](#) for further details on USAID/BHA's policy on source and origin.

## **5. Application and Submission Guidance**

This guidance is intended to be supplementary to the Application and Submission Information found in the [BHA Emergency Application Guidelines](#).

**Concept paper submission:** Applicants are encouraged to discuss concept papers and their timelines with USAID/BHA field staff prior to official submission. For contact information for USAID/BHA field staff please email [mechr\\_programs@ofda.gov](mailto:mechr_programs@ofda.gov). As per the USAID/BHA Emergency Application Guidelines, concept papers should be submitted online through the BHA Application and Award Management Portal (AAMP). To access AAMP, go to the BHA Partner with Us page at <https://www.usaid.gov/humanitarian-assistance/partner-with-us> and click on the Concept Papers/Applications button. For AAMP assistance, contact the team at [bha.aamp@usaid.gov](mailto:bha.aamp@usaid.gov). All applicants, including those applying for a funded extension or a modification of an existing USAID/BHA-funded emergency project, must submit a concept paper for consideration. All documents submitted should be in accordance with the format detailed in the BHA Emergency Application Guidelines, and Technical Approach sections should not exceed five pages.

**Application submission:** If invited to submit an application, applicants should submit the application to AAMP for review. To access AAMP, go to the BHA Partner with Us page at <https://www.usaid.gov/humanitarian-assistance/partner-with-us> and click on the Concept Papers/Applications button. For AAMP assistance, contact the team at [bha.aamp@usaid.gov](mailto:bha.aamp@usaid.gov). USAID/BHA will determine when the application should be uploaded to AAMP and then will send the applicant a request to submit.

USAID/BHA will make award decisions likely by mid-calendar year, subject to the availability of funding. Please note that there is no time limit or approval deadline associated with the application review process; USAID/BHA will make award decisions as quickly as possible. In addition, USAID/BHA reserves the right to fund none, part of, or all of the applications received.

**Guidance for new applicants:** New U.S. and non-U.S. applicants can find guidance on applying for funding from USAID here: <https://www.usaid.gov/pvo>.

Eligibility for USAID/BHA funding can be found on pages 30 and 31 of the [BHA Emergency Application Guidelines](#). Please note that you do not have to be registered with USAID as a Private Voluntary Organization (PVO) to receive USAID/BHA funding.

More information on new partner requirements can be found in ADS 303, particularly sections 303.3.8 and 303.3.9 here: <https://www.usaid.gov/sites/default/files/documents/1868/303.pdf>

## **ANNEX I. USAID/BHA Source and Origin Restrictions for Food Commodities in Syria**

USAID/BHA restrictions on source and origin requirements for food commodities apply for local and regional food procurement in Syria. Although the following guidance is tailored to the Syria crisis response, it is derived from [BHA Functional Policy 20-03](#).

### **Definitions**

**Source:** A commodity's source is the country from which a commodity is shipped by the supplier.

**Origin:** A commodity's origin is the country in which it was grown or produced. If a commodity undergoes processing which creates a commercially recognized new commodity that is significantly different in basic characteristics or in purpose of use (e.g., wheat flour or vegetable oil), the origin is defined as the country in which the commodity was milled/refined/processed.

Per the above, wheat flour has different characteristics from and is used differently than wheat grain. Therefore, the action of producing wheat flour produces a new commodity.

### **Restrictions**

Food commodities procured for USAID/BHA programs must comply with both of the following sets of restrictions.

**Geographic Restrictions:** Food commodities must be sourced and originate either from within the country in which they will be used (e.g., locally) or in a country that is within the same continent (e.g., regionally -- in this case, Asia and the Near East). For the purposes of the Syria regional response, USAID/BHA considers North Africa to be part of the broader Asia and the Near East. Commodities that are not sourced and produced within Asia and the Near East (e.g., international procurements) will generally not be allowed under Syria awards in the absence of a waiver.

**Developing Country Restrictions:** USAID/BHA prioritizes food commodity procurement with IDA funding in developing countries. In addition to regional requirements, commodities must also have source and origin in countries that are listed at the "Lower Middle Income Countries and Territories" level or below on the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) List of Official Development Assistance (ODA) Recipients available here: <http://www.oecd.org/dac/stats/daclist.htm>. This restriction does not apply to countries that are receiving emergency assistance for the crisis to which a program is responding. Thus, Syria, Egypt, Iraq, Jordan, Lebanon, and Turkey are valid source and origin countries for this response.

### **Waiver**

If for any reason a project cannot be implemented under these restrictions or would have to be

delayed at the expense of providing urgent life-saving assistance to vulnerable crisis-affected households, please notify the AOR for your award in writing as soon as possible to request a waiver.

Note that the waiver request will require a management review within USAID/BHA. Please provide the following documents to request a waiver:

1. An itemized list of commodity type, quantity, and intended source and origin locations.
2. A clear justification documenting why the commodities cannot reasonably be procured in a way that would meet operational needs under USAID/BHA’s policy restrictions. Supporting details might include insufficient availability on local/regional markets, inability of local production to meet quality requirements, purchase of commodity mixes from vendors that might at some time include commodities from non-allowed countries and for which disaggregation would not be possible or would disrupt supply chains for timely provision of emergency assistance, or exorbitant discrepancy in cost.

Source	Origin	Restrictions
· Local	· Local	
· Local	· Regional	
· Local	· International	· Not allowed unless a waiver is provided by USAID/BHA
· Regional	· Regional	
· Regional	· International	· Not allowed unless a waiver is provided by USAID/BHA
· International	· International	· Not allowed unless a waiver is provided by USAID/BHA

Below is a list of countries that are allowable for procurement within the USAID/BHA procurement policy as of December 2020. Please consult the OECD list and apply the restrictions prior to every procurement, as the OECD list does change.

## Local Procurement

1. Syrian Arab Republic

## Regional Procurement (Asia, Near East, and North Africa)

2. Afghanistan
3. Armenia
4. Bangladesh
5. Bhutan
6. Cambodia
7. Egypt
8. Iraq
9. Indonesia
10. Jordan
11. Kyrgyzstan
12. Lao People's Democratic Republic
13. Lebanon
14. Mongolia
15. Morocco
16. Myanmar
17. Nepal
18. Pakistan
19. Philippines
20. Sudan
21. Sri Lanka
22. Tajikistan
23. Turkey
24. Uzbekistan
25. Vietnam
26. Yemen